

UNITED STATES DEPARTMENT OF AGRICULTURE
Washington 25, D. C.

EXTENSION SERVICE
and
OFFICE OF FOREIGN AGRICULTURAL RELATIONS

High-Light Report of the Discussion of the Committee for
Central European Countries 1/

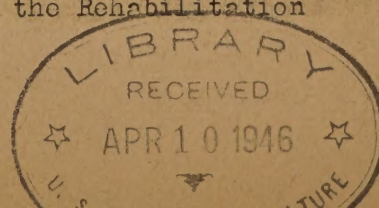
Historically and culturally the four countries considered by the Committee on Central Europe have quite different backgrounds. Prior to the war, each of them had relatively high standards of technical agricultural development. Each country had a more or less well-developed system of agricultural education.

The Extension organization included professional and lay leadership at all levels, cooperation between the central government and local governmental units, and cooperation among public, private, and semipublic agencies. Through chambers of agriculture and other local agricultural organizations, the cooperatives, and educational and cultural organizations, there was a large measure of local participation in activities and programs. It was a major objective of each of the systems to make the technical and advisory services available to all, regardless of economic or social status, or religious or political affiliation. Groups organized around special agricultural interests, such as herd and crop improvement, homemaking, family activities, and hygiene served farmers, farmers' wives, and farm youth. In each of these countries there had been a high degree of development of local co-operatives, many of which sponsored Extension activities.

The Extension activities were closely related to the educational organization and activities. The local schools were the centers of much of the agricultural teaching, and the teachers in rural areas were the carriers of much of the Extension activity; the schools provided the facilities for meeting places, demonstrations, etc. The village school had become more and more a center of influence in the adoption of new ideas and new methods.

Increased agricultural production was a wartime necessity in the occupied countries and in Germany. Therefore, under the Nazi regime, only technical agricultural education was permitted to continue except in Poland, and, to some extent, it was strengthened. Political functionaries were, however, superimposed; a substitution of politically approved leaders for

1/ Presented at the General Session of the Conference To Outline the Contribution of Extension Methods and Techniques Toward the Rehabilitation of War-Torn Countries, September 22, 1944.



those who did not meet political qualifications was insisted upon, and in each of the countries some of the former leaders were killed or exiled. Such losses were especially severe in Poland. Though they were proportionately less severe in Czechoslovakia, Austria, and Germany, they must be reckoned as a loss to agriculture. Nonetheless, it is likely that many technical organizations and people connected with Extension work before the Nazi regime will be available after liberation.

The problem of restoring democratic procedures in private and semi-public organizations, whether in agricultural or nonagricultural activities, is one for the governing agencies. Since many of the basically democratic agricultural organizations came into being before World War I, and have survived numerous political changes since that time, it is anticipated that the task will be somewhat easier among agricultural organizations. In rural areas, and especially in rural villages, there will be strong community sentiment which will serve quickly to identify those persons with whom a reorganized Extension Service can cooperate, and those persons who by their actions and affiliations have forfeited all claims to local agricultural leadership.

In Poland and Czechoslovakia war losses in agriculture have been severe. Appropriate restoration or restitution is a prerequisite to the development of agricultural activity and agricultural extension. It is assumed that this problem will be dealt with by the appropriate agencies and authorities as a part of the problem of restoration as a whole.

In all four of the countries there will be an emergency period, during which relief and rehabilitation will be a primary need for rural areas and rural people. Utilizing the Extension Services to perform many or all of the services that will be needed during this period will usually be the most efficient manner of carrying them out. By engaging in this type of emergency activity the Extension Service can also contribute to agricultural rehabilitation. The extent to which the Extension workers will need to devote their energies to such activities will vary with the degree of need for immediate relief. It seems clear, however, that an Extension program must deal with the conditions as they exist. Through appropriate planning and leadership, such activities can ultimately contribute to the development of a situation in which the most effective educational activities can be carried on. Moreover, it is difficult in many instances to determine where a long-range educational activity begins and the immediate relief activity leaves off.

As against the severe losses of agriculture referred to above, in the areas in which agricultural production has been fostered, there has been increased efficiency of agricultural production. Large demands for agricultural products led to a variety of devices for increasing production, and in many instances compulsion to achieve the end of greater production. It seems likely that agricultural people will not want to discard many of the more efficient practices which they have learned, and that they will be more receptive to further instruction and assistance, provided it is freed of the compulsion with which it has been associated in recent years.

The development of the techniques of promotional campaigns and of aids in the conduct of such campaigns has been a development affecting not only agriculture but all other elements in the nations as well. There have been marked developments in the use of the radio as a channel of communication, except in Poland where the Nazis banned receiving sets in rural villages; in the use of films, and in adapting printed matter to mass appeal. All of these provide new tools which can be made to serve Extension programs in time of peace, and which will be popularly received in the rural areas of Central Europe after the rural people have become convinced that these devices are no longer being used as tools of political propaganda, but for the economic and social betterment of rural people.

On the basis of the foregoing, and of the materials considered by it, your committee recommends:

1. That democratic ideas of rural life and democratic procedures should be encouraged through incorporating in Extension work social and cultural knowledge and activities, as well as purely technical agricultural knowledge.
2. That wherever and whenever possible, the development of Extension activities be related to existing organizations after these organizations have been freed from the political domination to which they have recently been subjected.
3. That the Extension Service recognize the unity and integrity of the family in the development of its programs.
4. That Extension Services and organizations participate in the conduct of action programs for immediate relief and rehabilitation to the extent that this may be necessary in the respective countries.
5. That the use of honorary (unpaid volunteer) local leadership and voluntary individual participation be further encouraged and developed.
6. That the previously existing close relationship between agricultural Extension activities and all phases of the educational system be recognized in any planning and development of Extension activities.
7. That Extension organizations take steps to avail themselves of the developments in modern means of communication and techniques and the newly developed aids for mass education.
8. That the Extension Services be given the responsibility for assisting repatriates, and other resettled groups in developing agricultural programs adapted to the areas in which they are, and to develop educational programs to assist the settlers in adjusting to their new environment, and developing a satisfying family and community life.

9. That agricultural Extension Services should be in collaboration with agencies carrying on public health, public welfare, credit, cultural, and rehabilitation measures generally in rural areas.
10. That the central governments be urged to assist in making Agricultural Extension Services available to all areas and to all people - through the devices for cooperation between the central government and local public, semipublic, and private groups which are appropriate to the country.
11. That means be developed to make available the services of specialists in agriculture and homemaking and of training facilities to countries which will be in need of them and request them.
12. That this Conference recommend to the appropriate international organization that it formulate programs for the development and strengthening of Agricultural Extension work in all parts of the world and for the exchange of experiences in Extension work among different countries.

REPORT OF COMMITTEE ON WESTERN EUROPE

The three countries of France, the Netherlands, and Belgium all possess a highly developed rural culture. Their crop yields are among the highest in the world. Their cuisine is to be envied. Belgium and the Netherlands, in particular, have effective systems of agricultural education and extension service, comprising both governmental and private (or church) organizations. Under these circumstances there can be no thought of sending agricultural missionaries from this country to Western Europe to teach the people there how to live on farms.

The development of effective education and extension programs is the responsibility of the private and governmental institutions of each country. No country has a monopoly on knowledge of agricultural science and of good extension practices. The United States, on its part, is making serious studies of extension work throughout the world in order to improve American procedures. Also, the United States is prepared to give, and is currently giving, to representatives of other countries programmed demonstrations and training in extension practices which have proved desirable in the United States. The Committee on Western Europe feels that such mutual interchange of information is one of the most desirable contributions that can be made to a general improvement in agricultural practices throughout the world.

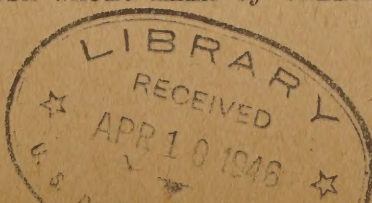
Although France has long had governmental systems of agricultural education and extension, it is generally recognized that these systems are not as effective as they might be. French agricultural schooling is frequently of an academic character. The extension service is seriously undermanned. The need for development or discovery of adequate channels of communication was recognized.

The third general observation concerns health conditions. Among other health problems in Western Europe, the following three are of particular significance: (1) water supply, including both the availability of sufficient safe water to meet the community's needs, and the extension of good water supply systems to rural homes; (2) sanitary toilet facilities, and (3) the need for greater consumption of the protective foods, such as milk, vegetables and fruits.

It is recognized that effective and permanent answers to these problems will require a long period of time for accomplishment and will necessitate considerable internal adjustments in the agricultural economy. Before any progress at all can be made it is necessary that the people recognize the existence of the problem. Then, after a demonstration has been made of how the problem can be met, the people can learn by doing.

To illustrate the approach which could be made to a health problem of Western Europe, a general discussion was held on the possibilities of increasing consumption of fresh whole milk by children. It was pointed out

September 21, 1944



that, from the nutritional standpoint, this would be desirable. The need for such increased consumption exists in the United States as well as in Western Europe.

It is an anomaly that pasteurization is not as common in France, the country of Pasteur, as it is in the United States.

Instead of milk, even very smallchildren in France frequently drink wine and in Belgium drink beer. In the cities, milk is seldom pasteurized and must be boiled before it is drunk. Boiled milk is not palatable to many people and this reduces its consumption.

On the farms, milk is often handled in an unsanitary fashion. The barns are not kept sufficiently clean. In its distribution, milk is ladled out of open containers. There are seldom any refrigeration facilities.

In any consideration of what could be done to increase the consumption of fresh whole milk it must be kept in mind that costs must be closely watched as the Western European economy will not absorb the costly services for which American consumers are willing and able to pay.

Extension workers have learned that they can do effective extension work only if they understand the social groupings and the system of relationships and cultural values of the local society in which they intend to work. Before any change is suggested its probable effects on the entire social life of the community should be evaluated.

Each country has a number of divergent cultural groups and regional differences in economic and other customs. Thus, in Belgium there are the differences between the Walloons and the Flemish, in France between the wine growers and the wheat growers and in the Netherlands between the large dairy farms in the Northwest and the smaller family farms of the South. All such differences must be taken into account in the development of national and local extension programs. Before any beginning of successful extension can be expected, regional, economic and cultural variations must be studied and described. As this body of information is collected, the specific problems of each area are highlighted, and insights are developed as to the kinds of programs and the methods of approach to accomplish specific objectives.

The Committee has agreed that the following practices are generally applicable to extension work in Western Europe:

1. The recognition of cultural differences.
2. The extension program must be flexible, it must be adapted to the needs of the people.

3. Successful extension systems require local general agents who reside in the area long enough to gain the confidence of the people so that they will seek the advice of the agent. There must be a sufficient number of these local agents so that all the farm people have access to advice on their problems. In addition, commodity and other specialists serving larger areas, are necessary.
4. The local extension agent must make a wise selection of the leaders and groups of farm people through which he can operate effectively.
5. Development by each local extension agent of a corps of paid or volunteer assistants. These assistants should be trained by the extension agent or by the extension specialists for the part they are to play in the extension program.
6. Since extension is primarily educational, the extension system should be separated from inspection and regulatory work. It is necessary, however, that there be close cooperation between inspectors and extension workers.
7. Both in the formal agricultural training and during the period of service in the extension system, the local agent must be provided with up-to-date information.
8. The extension agent must have sympathy with, and understanding of the problems of the farmer. An example of a type of training which will produce this type of agent is the system in the Netherlands under which the agricultural students must spend a certain period actually working on farms.
9. It can never be assumed that the people who are concerned in any program understand its objectives or techniques. It is usually necessary to repeat ideas and demonstrations many times before they will be understood and imitated.
10. Before adopting a large program, it is desirable to test it out on a small scale in a local community to see whether it will work and to assure that adequate use will be made of the product and that markets will be available.
11. The local people should have a part in the formulation of their extension programs. This principle works especially well in the Netherlands and Belgium.
12. Research is basic to successful extension so that there will be something to extend.



STATEMENT OF SOUTHWESTERN EUROPE

The three countries of Southwestern Europe - Spain, Portugal and Italy - have in common many natural, social and economic features. All of them are predominantly agricultural in character. Under normal conditions these countries obtain most of their food from their own soil and have exportable surpluses of vine and tree crops (olive oil, citrus fruits, etc.) In all the three countries variations exist from region to region in crops, types of livestock, sizes of farms, farm practices, forms of land tenure, patterns of rural settlement, the degree of mechanization, nutritional levels, rural health, and rural mental traits - in short, all significant aspects of the agricultural economy and of the rural society.

Within the agricultural population two widely different groups may be recognized:

1. An agricultural intelligentsia of great landowners and operators of large estates and some city dwellers holding comparatively small farms. This group controls the larger portion of the land in farm and forest.
2. The tillers of the soil, including small land holders, small renters and share tenants, and the agricultural laborers: These people, though short in bookish learning have an age-old folk culture whose value must not be overlooked. Agricultural people comparable in social and economic status to the Middlewestern farmer are scarce or absent.

In all of the three countries, research bodies and agricultural experiment stations have a record of important scientific achievements. There has been satisfactory scientific cooperation among the three countries and local technicians have made a definite effort to keep abreast of scientific developments abroad and particularly in the United States. Thus the countries do not lack scientific knowledge which can be extended to farmers.

Attempts toward extension work, which met with varying degrees of success were initially based on model farms, itinerant chairs of agricultural mobile groups of extension workers who covered a specific area and offered agricultural services. However, to solve the major social and economic problems of their agriculture, the countries of Southwestern Europe adopted large-scale action programs which included the fostering of some of their basic crops, irrigation, drainage and amelioration works, resettlement and colonization projects, the establishment of commodity pools, etc. To administer such action programs, the Governments of Southwestern Europe have established local units of the Ministry of Agriculture and/or its agencies and offices. These administrative units have either absorbed or partially superseded the former extension agencies. Special organizations now perform some of the functions usually included in our Extension Service, such as child care and other phases of home economics.

The features and problems of mutual concern among the three countries of Southwestern Europe have been modified to a certain extent by recent events. Italy has been and is still ravaged by war. Every day brings new destruction

and more suffering. There will be a long night before the dawn of rehabilitation.

Spain has suffered tremendous damage during the Civil War; the present world-wide conflict has retarded and impeded the recovery of Spanish agriculture by curtailing the importation of those capital goods used in farm production and farm supplies that are the essential tools to agricultural development.

Portugal has been at peace since 1918. During the present war, the agricultural production plant of Portugal has obviously felt the effect of the decline in imports of agricultural supplies. Adverse and unpredictable weather conditions, changes in population, and inadequate control of distribution have been the causes of food shortage.

Thus, the three countries present a similar background but different present-time conditions.

In the case of Italy, good extension work will bear its fruit in terms of speedier rehabilitation. For all of the Southwestern European countries it will mean social and economic progress, better farming methods, better rural homes, higher standards of living and fuller life for rural people.

Extension work has as its purpose to take reliable practical information to the people who desire it, at a time when they need it, and in a form in which they can use it. This committee recognizes that a sound Extension program must (1) take people where they are, and (2) must meet specific needs of the people.

The application of the above principles in Extension Work in Agriculture and Home Economics in Southwestern Europe, means:

1. The recognition of two widely different groups within each country. The system of extension work thus far applicable to estate managers should be matched by equally well adapted services directed to the tillers of the soil. This does not necessarily mean setting up a duplicate scheme, but does involve the selection and training of people whose backgrounds are more in common with groups they are to reach.
2. Improvement in the levels of general education is essential to the attainment of the relationships and results sought through extension services.
3. Increased emphasis upon action programs, such as reclamation, resettlement, colonization, improvement of marketing system and cooperative organization, is basic to more effective Extension work.
4. The three Southwestern European countries can afford to devote but a limited share of their budgets to agriculture. Limited resources of the tillers of the soil make all the more necessary enlarged financial support for Extension Services that will reach them successfully.



(TENTATIVE - FOR DISCUSSION ONLY)

THE BALKANS

The Balkans comprise six countries - Hungary, Rumania, Yugoslavia, Bulgaria, Greece and Albania - with a total area a third larger than Texas and a population of about 58 million. Over two-thirds of this total consist of agricultural people living in small villages and tillage, on the average, about 12 acres of land in small scattered strips. Hungary is an exception, since the prevailing system of tenure is that of the latifundia or large estates, and remains of a similar feudal structure exist in parts of Rumania and Albania, but in all Balkan countries the pressure of population on the land is great. Paradoxically, extensive farming, stressing the production of wheat and corn, and semi-nomadic herding of sheep and goats prevails rather than intensive agriculture, which would more effectively use the large labor supply.

Despite the number of countries involved and their cultural differences, the Balkan agricultural pattern is remarkably homogeneous. Throughout the region methods of farming are relatively primitive and yields and farm incomes are low. There are few other parts of the world in which a soundly developed and operated extension system could produce more fruitful results in raising the standard of living than in the Balkans. Much can be done to improve the diet of the rural population. In some cases food is actually lacking, in others it is badly balanced, in still others - though abundant and varied - it is poorly prepared, and temporary surpluses are not preserved for future use. Similarly, sanitation, health and home living conditions could be greatly improved.

Every Balkan country has an operating extension system with outstanding achievements to its credit. However, these achievements are usually local in character and not widespread, and therefore much remains to be done in the field of extension work.

The peasantry of the region is hardworking, frugal, able and willing to learn, and friendly to all who come with sympathetic understanding of their problems. The conservatism of the Balkan peasant does not stem entirely from a rigid adherence to tradition but is partly explained by his meager resources. It is therefore an asset rather than a liability to the extension worker who in cooperation with the local people develops a sound program which fits local conditions.

September 21, 1944

THE PROBLEM

By the term "extension" we mean the informal education which makes scientific knowledge available to and usable by the people who live on the land.

Extension, as defined above, differs from the prevailing Agricultural Services authorized by legislation, of most Balkan countries in that it is an educational process and does not include the regulatory features which are mandatory.

As the introductory statements have shown, some form of extension work is being carried on in each Balkan country, most of it under governmental auspices and some of it through cooperatives and other organizations.

Because of the increasing population pressure and the penetration of western civilization, the traditional folk practices are slowly changing. The role of extension in this area, therefore, is to accelerate and facilitate this change, when desired by the people themselves, by bringing to them the best knowledge of science in ways which are practical and acceptable.

In all of the above the end-product desired is a better living for the rural population.

SETTING UP THE PROGRAM

In setting up an extension program, the workers should be led to explore the existing conditions, so as to become familiar with the needs and problems of the area. They should know the nature and functions of organizations already in the area.

All agencies directly or indirectly involved in the welfare of the rural people should share in program development. These should include agencies such as cooperatives, credit associations, experiment stations, welfare societies, informal education services from the schools, churches, rural health cooperatives, youth organizations, women's working groups, zadrugas (family communities), nursery schools, and recreation groups.

Volunteer local leaders chosen by the people out of their own ranks and given informal training by extension agents should be increasingly utilized in an extension teaching program.

A democratically-determined program should be worked out with groups of local farmers and homemakers. Practices of the better farmers and homemakers will serve as guides for this program.

Special emphasis should be given to the stimulation of organizations among rural youth. The cooperative movement and community life will be greatly strengthened if youth activity is directed toward training for group action and leadership. The development of a program of youth activity will require special training of personnel in problems of rural youth.

A comprehensive, well-balanced program which involves all phases of farm and home life for both adults and youth should be undertaken so that the development of any one phase may not be hampered by inadequate attention to related problems. Increased agricultural efficiency and income should be translated into more abundant and wholesome family living.

It appears that better-balanced and more effective service might be provided if greater use were made of extension specialists in the extension systems of the Balkan countries. As their name implies, it is the function of specialists to maintain closer contacts with both scientific and practical developments in their field of specialty than is possible for local extension agents. Thus they strengthen and reinforce the work of local extension personnel. For sound development of the local program the specialists may encourage such agricultural experimentation as is done by progressive farmers and homemakers in the villages.

Radio and visual media, such as slides, film strips, traveling demonstrations, and clinics, should be used to an increased extent to emphasize pertinent local needs.

PERSONNEL

1. Desirable qualifications of Extension personnel are:

- a. Rural experience and background
- b. Physical strength and acceptable codes of behavior, i.e., not in conflict with the local code or acceptances.
- c. A sympathetic understanding of the local people and their problems.

2. Pre-service Training of personnel:

- a. Training of the future workers should include principles of economics and rural sociology and techniques of agriculture and home economics adapted to the needs of the area they expect to serve.
- b. Utilize scholarships if necessary to provide suitable training for boys and girls having a rural background.

3. In-service training:

- a. Use will be made of those already serving; for reorientation into the program, a comprehensive plan of in-service training must be set up on a continuing basis. This should be built on actual needs of the individual and should be flexible.
- b. Workers should be kept informed about new developments in subject-matter fields and extension techniques, and concerning special programs needing emphasis from time to time.
- c. An efficient and justly-operated system of promotion and rewards for outstanding service and ability is a necessary corollary to selecting and training personnel.

4. Use of leaders to broaden area of service

- a. Increased emphasis should be placed upon use of local peasant leaders in extension programs and informal training should be given to these leaders.

GUIDING PRINCIPLES

1. Encourage the trend toward democratic administration of Extension.
2. Enlist local financial cooperation, however small, in supporting extension work.
3. Enlist local cooperation in studying and determining local problems and needs.
4. Emphasize always the educational nature of extension and encourage every trend in the direction of separating regulatory activities from the educational except in those cases where successful regulation depends upon education rather than force.
5. Emphasize the value of the informal instructional methods of extension as a means of educating the youth, not only in agriculture and homemaking but in other vital interests of the rural community.
6. Any extension program must be considered and developed with reference to existing national and local cultural patterns



Tentative-for
discussion only.

TENTATIVE REPORT OF COMMITTEE
ON
SCANDINAVIAN COUNTRIES

DENMARK, FINLAND, NORWAY, SWEDEN

I. SOCI-ECONOMIC BACKGROUND.

The Scandinavian countries for the most part have maintained through the years an independent, hard-working group of farmer citizens who realize that a sound philosophy and organization and knowledge not only of markets but of life are necessary to their happiness. Moreover, back of the very successful cooperative movement in most of these countries is an intense zeal and national pride on the part of farmers, originating from their struggle for survival which often transcends in importance the profit-making motive itself. These farmers are intensely proud of their heritage both from the standpoint of their national interests and those of Scandinavia as a whole; and previous to the recent war, they mentioned with considerable pride that their ancestors had been free men.

On the farms of these countries, as well as in the cities, there is a very high degree of literacy. On the farms also, there is for the most part a relatively high standard of living although more variable in Norway and Finland than in Denmark and Sweden. The life of the middle class farm-owner family in some of these countries in normal times is quite similar to that of successful farm families in the United States. Most farmers own their farms and live on them, particularly in Denmark, Norway, and Sweden, rather than in villages as is true in the other countries to the south. In these countries electricity, telephones, and radios are very much the usual thing in farm homes. Specialized livestock farming, first developed in Denmark, operates now in various parts of the other nearby countries. Many farmers on the very small farms of these countries engage in other activities to increase their cash income.

In all these countries men and women cooperate together on common undertakings. For example, women have equal rights with men and are used to accepting responsibilities of all sorts. Education is on a co-educational basis in many parts of these countries. Families are large. Youth become independent early and often initiate undertakings for their own benefit.

Throughout all Scandinavia, much progress has been made in social legislation, particularly in Denmark and Sweden. In fact, many phases of social legislation just being discussed in the United States have been under way in some of the Scandinavian countries for thirty years or more.

Education is provided for all children regardless of the financial status. All of these countries have a strong adult education program. For example, in Norway with area and population no larger than Georgia, there were in addition to the regular school system in 1938 -

- 35 agricultural schools
- 7 schools for small landholders
- 7 horticultural schools
- 5 schools of dairying
- 5 schools of forestry
- 62 schools for housewifery.

There were also 29 Folk High Schools, 30 young people's schools, and 36 provincial schools which work on the folk school plan - all concerned with adult education. These schools are at strategic points where the people can reach them fairly easily. All these schools aim to make rural sections and communities more attractive. In Norway, too, there were in 1938 in circulation 1,200,000 newspapers or about two newspapers per family. Also there were 1,300 public libraries and 4,700 school libraries supported by appropriations from the State. There were in all parts of the country many book stores and most of these make available cheap editions of new books. It is said that Norwegian people read $3\frac{1}{2}$ books per capita per year. In addition, in Norway there were in 1938, 100 study circles under the board of education. A few years previous there were also started some "winter schools" for rural communities to be carried on as folk schools.

The Folk High Schools founded in Denmark nearly one hundred years ago are intended for adult education of young men and women from the farms or villages. Attendance is purely voluntary . . . No questions are asked about previous scholastic achievements. No examinations are held. No diplomas are given -- here is education for education's sake. The instruction is by the spoken word. Talks, conferences and free discussion with criticism and comment are the methods used. Singing, music and drama all are part of the work. The basis for the instruction is language, poetry, science, history, and economics. The lecturers are housed with the students and the wife of the headmaster is the mother of the school. To quote "Their object is to awaken, enliven and enlighten. These schools make better farmers, artisans, and producers but -- their deeper aim is good citizenship, for more joy in life and for reverence for the life of the spirit."

Health. Physical development in the nature of sports, exercises, and contests is stressed throughout Scandinavia. Much has been done also to obtain cheap medical care. Hospitalization is provided for all citizens in these countries at very small cost to the individual. In Norway, for example, even if one wishes a private room at a hospital with the best doctors, the charge is not more than \$15 and \$18 per week. That charge includes everything. And the best doctors and the best hospitalization may be had for as little as 50 cents per day on an item basis. This includes nurses, food and all care. Norway has in addition to these services provided for care in old age.

Land legislation on a large scale designed to restore land to landowners who farm it and to correct the abuse of land and the loss of crop area is new in America but it has been in operation in the Scandinavian countries for 30 or more years with gratifying results. Denmark

began aiding farmers to own land in 1899 when loans became available. Sweden began in 1905. Norway started about the same time. The government has not attempted to do it all. Always there have been administrative agencies, national, county and local. As a result, in Denmark alone, 90 percent of the farmers now own their farms.

The role of the cooperatives. As already noted, the emphasis of education in these countries is for the most part on efficient education for the masses. It was out of this education of the common people that the cooperative movement was born and has flourished in most of these countries. In such countries there is much reliance on the cooperative societies which are of all sorts. They are in normal times an important part of the social scene. In Sweden, the consumer cooperatives have become "big business" but are not opposed by other larger business in general. The producers' cooperatives have not developed in Sweden as have the consumers' societies. It was only in the 1930's that the farmers began to develop their own cooperative societies.

However, in Denmark the story is reversed because agriculture is the dominant industry. There the producers' societies are dominant and the consumers' cooperatives in the 1930's were just beginning to develop and to reach into the cities from the small rural communities. "Of the 3,600,000 people in Denmark, only 400,000 are members of the cooperatives. Yet the cooperative dairies handle 90 percent of all milk and the cooperative societies handle 50 percent of the butter, more than 80 percent of the bacon, and 25 percent of the eggs. About 25 percent of the import feed stuffs are bought in normal times through the cooperatives. As will be noted, the cooperative movement in Denmark as in these other countries has become an institution." For example, all over Denmark the small farmers are organized in their own communities. Most of these societies belong to the national union. Their own credit banks finance them. They are part of the great agricultural strength of the nation. By making the small farmer a landowner and making it possible for him to market his products, Denmark has maintained an independent, sturdy citizenship.

II. ORGANIZATION OF THE EXTENSION SYSTEM.

Extension Work in Agriculture.

Although agricultural extension work is now well established in all Scandinavian countries, it first gained headway in Denmark. As overseas countries increased their grain production, Danish farmers found it to their advantage to intensify and expand their livestock enterprises. But this expansion gave rise to many new problems, for example, how to grow new feed crops, how to use expensive concentrates for intensive feeding of livestock, and how to operate the new cooperative dairy plants. The need for research and education in matters of this kind produced the men and later the institutions to help the farmer solve his problems. Therefore, this early period of agricultural development is also the time when the framework was constructed for the system of education and particularly of research and extension work existing in Denmark today. The

Royal Agricultural College at Copenhagen, founded in 1856, as an expansion of a veterinary college that had been established in 1773, is the only institution offering university education in agricultural subjects. At the end of the war of 1914-18 the college was expanded somewhat. It had then already become a school for agricultural advisers and government experts. Few of its graduates return to farming.

Farmers in Denmark as in the other countries obtain their theoretical training at agricultural schools. These are private schools receiving government subsidies. They work in close contact with farmers, farm life, and farm work. No examinations are held at the end of the course and no practical farm work is done by the students. Such experiences must be acquired beforehand. The schools, however, are all situated in the countryside and attached to each of them is usually a middle-sized farm, the management of which the students may observe.

Besides the training to be had in the regular agricultural schools, courses in agricultural subjects are offered in the well-known folk high schools to which reference has already been made. It should be noted that although there are many opportunities to obtain an education in agricultural subjects in all these countries, there is no general, government sponsored, regularized scheme for such education.

The informal education of the farmer, however, should not be underestimated, that is, the education he obtains in his active life as a farm manager, through short courses of schooling, exhibits, and fairs, by local excursions and by travel further afield to observe how farming is done in other areas, and through the continuous information service provided by the farm press and the radio service.

The recognized extension service in Denmark is of long standing. The first advisers were appointed in the 1860's and the 1870's by the Royal Agricultural Society and in the 1880's by the Government. But of vastly greater influence and general importance than these are the much larger body of extension workers employed by the farmers associations -- that is, the farmers' societies, the small holders' societies, and the provincial and national federations of these organizations. By 1900 the whole system as it exists today had been developed and extension work had become an integral part of Danish agriculture. Since 1900 the number of extension workers have been increased and more specialists have been employed, but the system is essentially the same as before. In 1937 there were in all 336 "consultants" specializing in land reclamation, agricultural engineering, agronomy, animal husbandry, manufacturing of dairy products, horticulture, fruit farming, poultry farming, and farm accounting. The advisers are graduates of the Royal Agricultural College at Copenhagen. Educated both in agricultural practice and theory, they are able to help the farmers solve the many technical and economic problems which arise on farms managed and operated in an up-to-date way. The advisers are employed by the agricultural societies, but state subsidies defray almost 50 percent of their salaries and expenses. In all three fields, education, research, and extension work, there were in the inter-war period no radical departures from previously established lines of development but a considerable increase in facilities available and in the effectiveness of work done.

In Finland all agricultural extension work is carried on by organizations founded by the farmers themselves. The State assists by annual grants. The oldest of these organizations are the agricultural societies of which the first society was founded in 1917. Today there are 22 of these societies. The membership comprises smaller associations, as well as the farmers' local societies, persons interested in developing agriculture, and members of the farm-laborer class. Membership in these organizations is entirely voluntary. A central organization forming a link between the Finnish-speaking agricultural societies, and guiding and supervising their work, is the Central League of Agricultural Societies, founded in 1907. In 1933 the 19 agricultural societies affiliated with the Central League had a membership of 1,222 farmers' local societies, and these again an aggregate membership of 102,000. In 1934 this figure had risen to about 124,000. The Central League publishes a periodical called *Maa* (The Land). In addition to these extension organizations, there are several specialized associations for developing different branches of agriculture. All these agricultural societies in Finland endeavor to raise the standard of professional skill among the farming population within their area and to develop the various branches of agriculture. With this intent they furnish advice and guidance and draft plans of various kinds concerned with plant culture, livestock-keeping, gardening, household management, farm buildings, and fisheries. They arrange lectures, excursions, and courses; organize competitions of various kinds; provide guidance in farm bookkeeping; control and direct the work of farmers' societies, cow-testing societies, and breed-bull associations; and distribute agricultural literature. They carry on educational work among their members and procure agricultural machinery for the use of their members. Many farmers' societies engage advisers in such branches of work as crop cultivation and household management, and maintain agricultural clubs, whose work they direct.

In Norway, agricultural extension activities are conducted by three principal agencies - the Department of Agriculture, the various agricultural and forestry associations, and in some sections by the local authorities. The Department of Agriculture, which was established in 1900, is the principal authority for carrying out official measures for the advancement of agriculture and conducts most of the extension teaching. However, this extension teaching does not always reach the farmers with limited means in isolated communities. The two main branches of the department are the agriculture division, in charge of the director-general of agriculture, and the forestry division in charge of the director-general of forestry. Officials stationed at the department act as advisers to the directors in their various branches and as supervisors of the institutions under the department's control. In addition, the Department of Agriculture employs a staff of extension specialists with salary and traveling expenses entirely paid by the State. In Norway, the various agricultural and forestry societies play a very important part in the work of the advancement of agriculture. The Royal Society for Norway's Welfare, one of the oldest of these associations, was founded in 1809 by a body of intelligent, patriotic men, for the furtherance of industry, agriculture, and education, that is, for the promotion of the country's welfare in every way, but soon began to devote its attention mainly to agricultural matters. Its principal

work now consists in taking new matters under consideration and launching new measures to be turned over to the Government when well under way. It suggests plans for the work of the county agricultural societies affiliated with it which submit their annual reports to the society. A large grant is received each year from the State, and funds are donated by institutions and persons interested in agriculture. The 18 county agricultural societies, one in each of the 18 counties, sub-sections of the Society for Norway's Welfare, employ experts with the titles of agriculturists and gardeners, who give free instruction to farmers, hold exhibitions of livestock and farm and garden products, and conduct experiments. Some of the agriculturists have stock raising as their special branch, and others devote their time to technical matters. Half of the funds for the salaries and traveling expenses of these officials is provided by the State and half by the counties. Other associations which are national in their scope of activities, such as the Norwegian Peat-Bog Society, the Norwegian Society for the Promotion of Poultry Breeding, the Norwegian Beekeepers' Society, and the Society for the Promotion of Rabbit Breeding, employ specialists to assist the farmers in these branches.

Extension Work in Homemaking

In Denmark, home economics extension work is conducted largely through such organizations as the Associated Danish Home-Management Societies - De Samvirkende Danske Husholdnings Foreninger. This organization was founded in 1921 and consisted of 90 societies in 1930, with 7,000 members.

They have the following objectives:

- (1) To guard the interests of housewives, and to further economy in the home and in the community at large through courses and lectures.
- (2) To promote home industry among both young men and young women.
- (3) To buy cooperatively.
- (4) To work for the increased utilization of garden products.
- (5) To conduct food tests.

The Danish Housewives League has a membership of 15,000 women and is affiliated with the Northern League of Housewives.

The territory of some of the societies covers several districts, while that of others is only one parish. Three traveling instructors are employed for home-management work and three for needlework, their salaries being paid in part by the state and the balance by the association. A meeting of local associations is held each year, and at this meeting the policy of the society is decided and plans are made for the coming year.

In Finland there seems to be a greater similarity to home demonstration work in the United States than in any other of the Scandinavian countries. The name of their organization, founded in 1899, is Martta Society, after Martha in the Bible. The organization's purpose is to "spread education and useful knowledge into even the smallest and most distant cottage." Two-thirds of the members are farmers' wives and daughters and one-third wage earners (such as laborers, artisans, and officials). In 1936 there were in all Finland 940 Martta Societies, with 71,415 members. This work is financed by government, by municipalities, by private industries, and by money collected by the societies themselves. The entire cost of operation is four million marks, annually (approximately \$88,800). The government gives one-half million, and the societies themselves collect the remainder. In 1936 the organization had 22 district advisers, 161 instructors in domestic science, and 76 teachers of needlework. The superintendent is a university graduate, the advisers are trained in domestic science or gardening, and the instructors have had 3 years' training after leaving an elementary school.

In Norway, in 1921, the Norges Bondelag, the National Association of Norwegian Farmers, undertook the organization of farm-wives' associations and appointed a committee in 1925 to act as a central executive council. The Norsk Bondekvinne (the Norwegian Countrywomen's Association), works side by side with the men, at the same time carrying on special work that can be undertaken only by women. By 1926 there were 30 local associations and in 1930 as many as 120. The objects of the associations are:

- (1) To arouse the interest of the Norwegian farm wives and to unite them to work for economic, cultural, and social objects in all matters affecting the independence of the home and the improvement of the homes of the peasantry.
- (2) To interest the young people of Norway in agriculture and its minor industries, give them greater joy in their work, and bind them more closely to the soil.
- (3) To combat those forces which seek to undermine the Christian religion and to break down the moral life of a nation.

"Norges Husmorforbund," is the national Norwegian Housewives' organization. It is affiliated with "Nordens Husmorforbund" (N H F) the League of Northern Housewives' organization of Sweden, Denmark, Finland and Norway. Norges Husmorforbund was founded in 1915. In 1939 it had 630 associations, rural and urban, all over the country. Norway, although a large country, has only 2,700,000 inhabitants. It therefore means a great asset, especially to the country women, to have an organization working to "promote hygienically, economically, scientifically and ethically the welfare of the Norwegian Homes." This is the program of the organization.

In Sweden much interest and effort are being given to the task of improving working conditions of rural women. Education and training are necessary if rural homes are to share in new developments and keep pace with urban homes. One of the new developments on the program for rural women is: Expansion of extension work done by home extension agents to include all parts of Sweden, with provision for each county to have at least one such agent who has had training in home economics. The agent gives lectures, demonstrations, and practical courses on many subjects pertaining to the home. She supervises the period of study for housewives (usually 1 week) as well as excursions and exhibitions. She helps with plans for modernizing working units. In addition, she organizes clubs for women, in which they can learn from one another and help one another. The National Federation of Housewives in Sweden has branches all over the country, even in distant communities. In some parts of Sweden each county is divided into smaller units, in which so-called household councils are being formed. The council assists the home extension agent and also encourages the women to help with the education program. In 1938, all the councils in Dalecarlia assembled for a 3-day session of lectures and practical instruction, in which important problems were taken up for discussion. Such a program of widespread education would mean better homes, healthier children, and more efficient and happy members of the whole Swedish family.

Northern Federation of Homemakers Association. In addition to the national organizations of homemakers in Denmark, Norway, Finland, and Sweden, there is an international affiliation of the organizations in these four nations known as the Northern Federation of Housewives. The presidency of the Northern Federation is a revolving one. The president of the national organization of each country becomes, in turn, the president of the Northern Federation. The federation serves as a basis for exchange of ideas and experiences and thus helps to improve the work of each national organization and to promote international interest, understanding, and cooperative effort.

Extension Work with Rural Young People

Extension work with boys and girls was developed in Denmark from a small beginning made in 1913 by a few agricultural societies in organizing farm boys to receive technical instruction in agriculture. The object was to arouse an interest in farming and a desire for proper training for their future calling. The attention of the Danish Ministry of Agriculture was called to boys' and girls' club work as conducted in the United States in 1921. Two years later, in June 1923, the Danish agricultural attache in a report to the Ministry of Agriculture on "Collaboration Between the United States and Denmark in Technical Agricultural Work," stated that arrangements had been completed with the International Education Board for sending Mr. F. P. Lund, a Danish-born person in the Office of Cooperative Extension Work in the United States Department of Agriculture, to organize boys' and girls' clubs in Denmark according to the American plan. In October, 1923, Mr. Lund attended a meeting of the Agricultural Council which the Ministry of Agriculture

had entrusted with making arrangements for starting the work. In this meeting the Secretariat of the Council was charged with assisting Mr. Lund to become acquainted with Danish conditions and to get in touch with organizations especially interested in the training of farm youth in this way. During the winter of 1923-24 he held a series of meetings and demonstrations, including an eight-day home economics meeting, to explain the character and object of club work. In February, 1924, representatives of the agricultural and education departments, the Royal Agricultural Society, the Agricultural Council, local agricultural societies, and other bodies met to discuss matters relating to the organization of boys' and girls' clubs in Denmark. The work was started under Mr. Lund's direction in the spring of 1924, and during the year 700 boys and girls were enrolled from 13 districts. The next year there were 1,500 club members from 13 districts. In 1926-27, 6,605 young people were engaged in club work - 3,524 boys and 3,081 girls. The four-leaf clover with the letter H on each leaf was adopted as their emblem, as the Danish words for head, heart, hand, and health are Hoved, Hjerte, Haand, and Helbred.

During the period from 1924 to 1926, Mr. Lund was responsible for the conduct of the work and the principal part of the expenses was covered by a grant from the International Education Board. Early in 1926 negotiations were conducted with the Board which resulted in the appointment of a national committee for continuing the work begun by Mr. Lund. The Ministry of Agriculture chose a professor in the Royal Veterinary and Agricultural High School as president of the committee, and requested the Associated Danish Small Holders' Societies and the Associated Danish Agricultural Societies to each name two representatives. Accordingly, the former appointed a small holder and an adviser and the latter, two school directors to represent them on the committee. In September, 1926, at the request of the Royal Danish Agricultural Society, a representative of their association was added in the person of an agricultural high school director, and a month later the only woman member of the committee, a directress of a household management school, was appointed to represent the Associated Household Management Societies. The functions of this committee of seven persons known as Landsudvalget for Landkonomisk Ungdomsarbejde (National Committee for Aiding in the Advancement of Young People in Agriculture Work) include:

- (1) Instruction in the methods of adapting principles of American boys' and girls' club work to Danish conditions.
- (2) Instruction in planning and executing young people's work in agriculture.
- (3) Supervision of the work.
- (4) Drawing up a yearly budget.
- (5) Administration of funds contributed by the International Education Board.
- (6) Publication of an annual report.

In Finland, in 1930 the Ministry of Agriculture assumed official control of club work, inaugurated by the International Education Board. Two committees, Maatalouskerholiito and Svenska Lantbrukssallskapens Klubbkomite, one representing the Finnish and the other the Swedish speaking people and composed of representatives of agricultural and other societies interested in club work; with a representative of the Ministry of Agriculture on each committee, were appointed by the ministry for the technical guidance and supervision of the work. Two graduates of the state agricultural college were employed by the Finnish club committee as state club agents and supervisors of club work. One state club agent and supervisor, who was a graduate of both the state agricultural college and the state school of forestry, was employed by the Swedish club committee. Club work then became a permanent part of the training for rural young people. In 1930 there were 176 demonstration districts with 203 agricultural club agents, 42 home-economics agents, 7 supervising agents, and 20,932 club members who completed the work. All club girls in 127 of the 176 districts were given instruction in the use of their products in the daily diet, and in baking and canning of fruit and vegetables in which many boys took part. Livestock raising was conducted in 61 of the 175 districts, 677 members taking part in the courses. The total area cultivated by club members amounted to 65 hectare or 162 acres in 1928; 209 hectare or 522 acres in 1929; 383½ hectare or 947-3/4 acres in 1930.

In Sweden and Norway, similar club work as started by the International Education Board was under way in the "thirties." In 1930, in Sweden, the Ministry of Agriculture assumed full responsibility for the continuance of the work, but placed its actual administration and guidance in the hands of Jordbrukare-Ungdomens Forbund, the Association of Farm Youth, which has been in existence since 1918. At the request of the Ministry of Agriculture, the board of this association was increased by two members, a representative of this department of the government and a representative of the agricultural societies, and now forms the official club committee. The administration of club work, in 1930, was conducted in very close cooperation with the official club committee and thus the committee had an opportunity to become acquainted with all of the details of this work. The secretary of the board of Jordbrukare-Ungdomens Forbund, or the official club committee, became the director and supervising state agent of club work. In 1930, club work was thoroughly established in most of the agricultural parishes in 15 of the 24 counties in Sweden, with a membership of 2,686 boys and 2,193 girls; 16 agricultural agents and 15 home-management agents.

Following the pattern set by the farm women of the four northern countries, there was organized in the late thirties a 4-H federation of the Northern Countries of Europe. Until the war, meetings and exhibits were held annually and usually in Copenhagen.

III. SOME AGRICULTURAL, HOME AND RURAL HEALTH PROBLEMS.

Wartime and Postwar Problems

Throughout the war, extension workers of these countries have had to carry a heavy load because so many problems of adjustment have

been thrust upon farmers. These countries have been prevented from receiving customary imports of concentrate feeds, phosphatic fertilizers and a number of other less important agricultural supplies. There has been a shortage of concentrate feeds which has led to some reduction in livestock herds. The reduction has been most severe for the grain consuming animals, pigs, and poultry, but the number of cows has also been reduced although to a lesser extent. It has been necessary to economize closely on home-grown feeds and especially the greatly reduced supplies of concentrate feeds available for dairy cattle. Thus under these conditions there have been numerous problems in the field of feeding and management of the herds. It has been necessary to increase the production of certain kinds of seeds in which the country previously was not fully self-sufficient; and as phosphatic fertilizers have been extremely scarce, the problem has arisen how to use most effectively the very limited supplies. In addition there has been a shortage of labor and of draft power and certain kinds of machinery. The list of problems could be continued at great length.

In the postwar period there will be new problems but, on the whole, perhaps less difficult ones because, although it has been necessary to modify agriculture to a considerable degree during the war, there has been no change in the general system of livestock farming which prevailed before the war in various countries or parts of countries. Likewise the postwar situation will call for the restoration and further development of that system with which research and extension workers are thoroughly familiar.

Summary of Some Major Farm Problems

1. Lack of customary imports of concentrate feeds, phosphate fertilizers and other supplies.
2. Livestock of all types reduced. Therefore, the demands for restocking farms will be imperative. Rehabilitation of dairy herds will be a long range process but pig population can be restored rapidly.
3. Seed stocks depleted.
4. Limited quantities of fertilizers necessitating much care in effective use.
5. Shortage of labor and of draft power.
6. Much of the farm machinery and other equipment including tools worn out or perhaps destroyed.
7. Many of the farm buildings in need of repair. Some in the war-torn countries may have to be rebuilt.
8. Marketing services in many instances disorganized.

9. In some cases, farm organizations, through which extension work is done, have been somewhat disrupted.
10. Considerable shortage of fuel.

Summary of Some Major Home and Health Problems

1. Many people much undernourished especially children due to lack of sufficient milk and other protective foods. This condition is particularly true in Finland and Norway and has weakened resistance to many kinds of diseases.
2. Signs of frustration observed in many children and young people in some areas of the war-torn countries due to years of frightening experiences.
3. Supplies of medicine depleted and considerable illness resulting from this lack.
4. Many homes in need of repair. Some homes have been totally destroyed in Finland.
5. Much household equipment and furnishings now worn out and in some instances destroyed.
6. Much of the clothing especially that for use during the severe winters now worn out.
7. Use of cooking gas and electricity severely restricted.

IV. GUIDEPOSTS FOR THOSE DOING EXTENSION WORK IN THE REGION, WHETHER THEY BE FOREIGNERS OR NATIVE TO THE REGION.

In connection with agricultural extension, in these countries, extension workers will be keenly interested in the restoration and further development of their system of livestock farming. They will be keenly interested in increased use of machinery and other means of improving the techniques of growing feed crops, that is, small grains, sugar beets and fodder beets and pasture and hay crops; in the conservation of these crops for winter feeding; and in any new developments with respect to livestock breeding, feeding and management. They will also be interested in new techniques, technical and economic, with respect to dairy manufacturing and marketing of livestock, meats, milk and dairy products and eggs and poultry products.

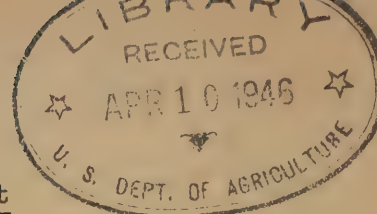
Much will have to be done in relation to the development of a strong nutrition and health program; in the re-establishment of suitable housing, household equipment, and home comforts; in the care of children in relation to their recent experiences; and in the replenishing of clothing for all members of farm families.

Extension workers will want to know about any new developments with respect to the methods and techniques of carrying information to farmer people whether it be done through the old familiar methods of short courses, meetings and demonstrations, or through the new media of radio and films. Certain features of the home demonstration extension work as well as of 4-H Club work as conducted in the United States might well be further developed in these Scandinavian countries.

Summary of Some Guidelines Which Should Be Kept in
Mind by Those Doing Extension Work in the Region,
Whether They be Foreigners or Native to the
Region

1. The extension work already under way should be carefully studied and acquaintance made with those employed to do it.
2. New extension workers should seek to help the farmers and their families as much as possible through organizations already under way such as cooperatives, agricultural and homemaking societies, and the folk high schools. Special study should be made of work already being done through such local organizations, to the end that such work may be thoroughly understood and mistakes avoided. Care should be taken to gain the confidence of the members of these organizations by becoming acquainted with their experiences, needs and desires, by discussing with them their problems, and by helping them to solve them.
3. The need for better community extension approach in order to reach the majority of farmers should be stressed in some of these countries. The use of the volunteer local leadership system might well be encouraged in helping to reach all members of the farm family. In this way the extension worker can capitalize on the good practices already being carried out on the farms and in the homes.
4. The principle of self-help should be kept well in mind.
5. The demonstration method should be encouraged whenever practical.
6. Wide use of news service, radio, movie films, and posters should obtain as needs for such arise. Perhaps more can be done through the use of bulletins than is done now.
7. Needed agricultural and home supplies should be made available at places convenient to farms and homes needing such.
8. Business organizations should be guided to handle supplies best suited for rehabilitation purposes both in relation to the home and the farm.
9. Extension workers should help farmers to keep in touch with shipping facilities so that needed supplies may be quickly obtained by farmers as they become available to carry forward their livestock and crop enterprises.

10. Development of a strong nutrition and health program, particularly for children, should be stressed. Special emphasis on gardening and canning activities and those in relation to child care.
11. Efforts to help farm families repair farm buildings and equipment should be made as needs for such arise. Similar activities in connection with the improvement of farm homes should also be developed.
12. Supplies of clothing should be made available as soon as possible. Clothing clinics might serve a good purpose.
13. Clubs for boys and girls should be further encouraged, having these young people initiate as much as possible those activities that will not only be of benefit to themselves but also to the communities in which they live. They should be encouraged to share responsibilities in farm and community development alongside their parents and neighbors.
14. It is important, too, that extension workers inject, so far as possible, broad agricultural ideals of statesmanship into the thinking of all farm people.
15. Extension workers might well initiate demonstrations, exhibits, social and other events in farming areas to the end that farm people may maintain their faith in their own agriculture.
16. In all extension work in these countries, appeals should be made in terms of the individual's own values, and work should be so developed that definite satisfactions in accomplishment will result.
17. Recognition of accomplishment for an individual should be so given that it will, in turn, stimulate recognition from the people whom the individual considers worth while.



(Tentative)

For Discussion Only

Rural Extension In The Middle East

Resume' Report of The Middle East Committee Conference On Rural Extension
Washington, D. C., September 19 to 22, 1944

The Region And Its Rural Culture

Countries involved:

The region under consideration consists of the following countries: Egypt, Palestine, Transjordan, Lebanon, Syria, Iraq and Iran. Within each of these there are cultural variations, and each of them differs from the others to a greater or lesser degree. Underlying these lines of differentiation, however, are the bonds of a common cultural base, a way of life that characterizes the region as a whole. Here was the cradle of ancient civilizations and three great world religions, Judaism, Christianity and Islam. At present not less than 85 to 90 percent of the people are Moslems, the rest being mainly Christians and Jews. With the exception of Iran, Arabic is the predominant mother tongue. All share in the main outlines of a family organization and of an agricultural heritage in which the nomadic tribe, the village community, tenancy and sharecropping and old techniques of cultivation are outstanding features.

General physical features:

The region is characterized by extreme topographical and climatic variations. Here we find the two great valleys of the Nile and of the Tigris -- Euphrates, fertile coastal plains, arid deserts, extensive plateaus, where millions of sheep and goats graze, and tremendous mountain ranges. Rainfall is plentiful only in the limited coastal plains, and very scanty in the central plateaus. Furthermore, it is subject to wide variations from year to year. This has been a determining factor in the agriculture of the region and the life of its people. The total area is extensive, but only a very small portion of it is under cultivation.

Population aspects:

About 42 million people live in the region. Egypt has over 16 million, Iran 15 millions, Iraq 5 millions, Syria and Lebanon 4 millions, and Palestine and Transjordan 2 millions. The highest concentration is in the Nile Valley where density reaches as high as 1,500 people per square mile of cultivated area, whereas it is 70 in Transjordan, 80 in Iraq and 240 in Iran.

The population consists of three major groups--the nomadic or partly settled tribes who raise the livestock, the village folks who till the land and the city dwellers. The villagers constitute the large majority. The region is predominantly agricultural in its way of life. With respect to racial--cultural elements, the Arabs predominate, followed by the Iranis, the Kurds and a few others.

The village community:

Perhaps the most outstanding characteristic of rural life in this area is that practically all cultivators of the soil live in compact villages. This and other factors have given rise to a well defined and stable village culture or way of life, the main pillars of which are: (1) Strong attachment to the land with agriculture as the main or sole occupation, (2) strong familism, with binding loyalties, (3) a religious institution whose influence extends to various aspects of life and (4) a pronounced consciousness of community identity. Every villager is a member of all these institutions and must be understood and approached as such. Furthermore, these village folks cherish dearly certain cultural values, such as daring and personal prowess, reverence of age, hospitality, personal appeal in human relations, leisurely attitude towards life, mutual aid, and exaltation of leadership.

Rural problems:

Rural society in the Middle East suffers from several major problems, each of which is common to most or all of the countries considered. (1) Land tenure: Systems of land ownership, inheritance and division are not conducive to the best use of the soil. Furthermore big landlords own the great majority of the land, which is cultivated by the masses of tenants or sharecroppers. These can barely make a living and possess no incentive for improving the soil they do not own. (2) Debts: The majority of the peasants are continuously in debt. In many villages the situation is hopeless. Exorbitant rates of interest are paid, and the peasant sees no way out. (3) Health: Bad health conditions prevail. Such diseases as trachoma, bilharzia, rickets and pellegra are widespread in one or more of the countries considered. Medical aid is still extremely limited in villages, despite efforts made by local governments. Infant mortality reaches as high as 20, 30 and 40 percent of live births. (5) Diet: A large portion of the peasant masses are undernourished. They live mostly on bread, cereals, and beans. Fruits and vegetables are consumed to some extent in season. Consumption of meat and dairy products is limited. (6) Illiteracy: Not more than 10 to 15 percent of the village folks know how to read or write. (7) Women: With few exceptions in some localities, the peasant woman is kept in the background. All her life she toils at giving birth to children, many of whom die, working in the fields, drawing water and cooking for the family. She cannot participate openly in the affairs of the community. Segregation of the sexes prevails. (8) Agriculture: In the realm of agriculture there are several vital problems which demand solution, such as control of pests and diseases, marketing facilities, improving seed and breed, production for food versus production for cash, improvement of outmoded cultivation methods, and possibly most important of all, the development of projects and techniques by which water resources and soil could be conserved and irrigation extended. (9) Feuds: The main social problem of village life is the existence of feuds and factions. Practically no village is free from it. Waste of effort, destruction of property and endless litigation are the results. (10) Tribes: Finally there is the major problem of whether the nomadic tribes should be settled, and how.

As a result of these problems, from which the Middle East peasant has suffered for generations, he has developed a fatalistic attitude towards life and feels hopeless about improving his lot.

Extension In The Middle East

Extension work in the proper sense is still in its infancy in the Middle East. In each of the countries considered there is a central department or ministry of agriculture and a certain number of experiment stations for the improvement of crops and livestock. There are also a number of agricultural agents who work in the field. On the other hand there are very few government agencies to handle home economics and none to work with village youth. In Palestine and Egypt agencies have been established to work for the development of agricultural cooperatives. These are still very limited in scope. In some areas school and community garden projects have been developed. In addition to the limited work undertaken by governments, some extension services have been rendered by a few private agencies. Among these are the Near East Foundation of New York, The American University of Beirut and other educational institutions, and some local societies attacking mainly the problem of illiteracy.

The weak points of extension in the Middle East may be summarized as follows: (1) The organization of the government work is top-heavy. There are relatively too many people behind desks in the central organization and too few in the field. (2) The time of the few field workers is taken up so much by the routine duties of making surveys and submitting reports that they can do actually very little for the peasant. He is supposed to go to the agent for advice, but rarely does so. (3) A large number of the government agents are of the "academic" type, who do not identify themselves with the peasant's way of life and who do not possess a realistic understanding of his problems. (4) The system is lopsided, inasmuch as there is no provision for the essential home economics work. (5) Lack of appreciation of the educational approach in extension programs. (6) The peasant is usually suspicious of his government. A barrier exists between the two.

With the view to achieving a desirable adjustment, the following suggestions are made: (1) Bona fide experience in and sympathy with village life and its problems should be made a prerequisite in the selection of personnel for training or employment. (2) More adequate and continuous professional training should be provided for workers. (3) Provision should be made for the training of women extension workers to reach the home of the peasant. (4) An essential procedure is that all government agents - teachers, agricultural experts, health officers, etc., should be organized into one unit, with a view to working together towards the fulfilment of a unified program in the community. (5) Maximum organization could be made of the potential of volunteer workers, motivated by their patriotism.

Principles and Techniques of Extension

General aim:

The general aim of extension in the Middle East is the bringing about of more satisfying family and community life, by creating within the individual the urge to achieve this goal and showing him the way to do it. This entails such practical achievements as improved health, increased income and improved use of leisure time.

The extension worker:

An extension worker with the following qualities is likely to be more successful:

1. Adequate professional training.
2. Motivated by principles and convictions, with definite goals and purposes.
3. Having a philosophy involving the dignity and individuality of man as an end in himself.
4. Fundamentally an artist, community organizer and adult educator.

Sound and accepted community organization principles are fundamental in extension work:

1. The program should be aimed at the whole community.
2. It should utilize the felt need and common interest of the greatest number of people within the community.
3. It should be based on the joint planning and interchange of experience of the professional worker and the local people.
4. It should be a teaching program rather than a service program.
5. It should work through existing organizations as far as possible.

Extension education techniques:

1. Extension education is based on showing the local people how to improve their family and community life under their own conditions, through the use of:
 - a. Demonstrations
 - b. Visual education and radio
 - c. Informal groups
2. Extension education is most effective when informal.
3. Extension education should use laws of adult learning.
4. The project methods should be used based on interests, vital issues and voluntary participation, starting with the simplest to give a feeling of achievement.

Introduction

For the purpose of describing the extension systems and programs that existed before the war, the region considered by the East Asia Committee may be divided into two parts, in each of which the extension pattern was similar. The first of these large parts is China, on the continent of East Asia. The second is Japan, together with the territories which Japan dominated. Included in this latter area are Korea and Formosa. Since most of the extension work done in Manchuria before the war was developed by Japan according to the Japanese pattern, Manchuria also is included.

Information available to our committee appears to have been quite complete with respect to China, and with respect to Korea, but we have been unable to assemble very complete information with respect to Japan proper, and even less with respect to Formosa and Manchuria. Our report, therefore, is given under two main headings: China, and Korea. At its close a few general statements will be made with respect to differences and similarities, compared with Korea, in the situation in Japan, Formosa, and Manchuria.

CHINAI. Important Factors in the Soci-Economic Background.

1. China's agriculture is a well developed being based on the accumulated experience of many generations of farmers. Therefore, many practices now employed are well suited to existing conditions. On the other hand, the present ways of meeting agricultural problems have developed without benefit of the contributions which modern science can offer; and many improvements, based on the application of science, can still be made.

2. China's rural people are inherently capable, and they have demonstrated their ability, given an opportunity, to master new techniques and processes. Although the smallness of their farm holdings necessarily makes them conservative in adopting new practices, they can be counted upon to accept readily those innovations which have been demonstrated to be economically profitable and successful under their conditions.

3. Land holdings are small. For the country as a whole, the average farm holding is between 3 and 4 acres; and even in areas where land is most plentiful the average size does not exceed 15 or 20 acres.

4. There are striking differences in China's agriculture in different parts of the country. Like the United States, China is a large country, and climatic variations from hot to cold and from wet to dry are found there. The form of agriculture also differs immensely. There are intensively cultivated portions in the densely populated portions, of which most people think when thinking of China. But there are also vast areas of grass land, which are suitably utilized only for grazing. There are also wheat areas and rice areas, and a number of variations from these main patterns.

5. The farmers' economic situation in many parts of the country is greatly affected by the existing conditions with respect to tenancy, high interest rates, and defects in the present system of land taxation.

6. Transportation by modern means is as yet poorly developed, although

large programs to alter this situation are now being planned and undoubtedly will put into effect soon after the war. In addition, development along many agricultural lines and in home industry will be limited until improvements are made in the channels, techniques, and facilities for marketing.

7. In rural areas, a large majority of the people are unable to read and write. However, they are not to be thought of as ignorant. In addition to knowing farming, they are well informed on the essentials of their history and culture, from information imparted by word of mouth and in the theatre.

8. With respect to health, birth and death, before the war, sanitation and public health conditions received inadequate attention, and the incidence of disease was high. At the same time, birth rates and death rates were also high. Looking toward the future, a time may be visualized when, with the introduction of improved conditions, the death rate will radically decline. When that occurs, the population will increase rapidly unless, at the same time, the birth rate also declines. It has to be realized, therefore, that, unless suitable steps are taken, the extension of improvements in farm practice, homemaking, and rural health may have as one of their end results an over-population more serious in its consequences than the present condition.

9. There exists among many of the educated citizenry of China and among some of the officials a full recognition of the nature and extent of the rural problem and what should be done to bring about its solution. However, the situation is often not viewed realistically, and thorough-going plans adequate to meet the needs of the situation do not yet exist.

10. A further difficulty to be faced in carrying out extension work arises from a feeling among many college graduates that extension work is not of as high a grade as other forms of agricultural endeavors such as research or teaching. Likewise, there is a lack of appreciation on their part of the opportunity in and the significance of the place of extension work in the development of the nation.

11. An impetus toward an increase of extension work in China may be found in the fact that an extension program is closely related to one of the Three Principles of Dr. Sun Yat-sen, namely, the livelihood of the people. In Dr. Sun's words: "Livelihood is the center of government, the center of economics, the center of all historical movements. When we have made a thorough investigation of this central problem, then we can find a way to a solution of the social problem." Extension work, by bringing to the farmer that which will help improve the conditions affecting his livelihood, may be considered as one of the most important links in the chain of efforts leading to an achievement of a better home and community life.

II. Extension Work Before and Since the War

1. Extension Organization. Extension efforts in China may be said to have been begun officially in 1915, in the creation of an extension office of the Ministry of Agriculture in Peking. For the next 20 odd years, however, extension efforts were mainly local and not related to a national program, carried out by a large number of organizations both governmental and private.

In 1938, because of needs arising out of the war, the beginnings of a substantial national program in agricultural extension was laid in the

creation of the Agricultural Production Promotion Commission. This was first related to the Executive Yuan, but in March 1942 it was placed under the jurisdiction of the Ministry of Agriculture and Forestry. Under the direction of this national organization, provincial agricultural extension agencies were set up in 11 provinces. Hsien extension offices also were created, 418 hsien offices having been organized by the end of 1943. Agricultural societies also were established, of which, by September 1943, was reported to total 10,148. It is not claimed, however, that this organization represents a fully developed agricultural system. It is limited at the present time by a lack of suitable personnel, and by the lack of a fully developed conception as to methods of operation. It is thought of as the embryo, the beginnings upon which a more adequate program can subsequently be developed.

2. Extension Accomplishments. Although extension work in China is just now coming to the point where results on a national scale may be expected, some significant achievements have resulted from past efforts. A notable program in crop improvement, carried out both by private and by government organizations in nearly every important agricultural region in China, have provided improved varieties of cotton and of the important cereal crops, that subsequently achieved a wide distribution and use. A rather considerable effort in the extension of disease-free silkworm eggs also achieved a great deal of success. There has been an extension of the use of antirinderpest serum, and of insecticides and fungicides. Improved types of livestock have been distributed in parts of Mongolia and Sinkiang.

III. Guideposts to be Considered in Future Extension Efforts

1. Extension must employ only such materials and practices which adequate testing have demonstrated give positive results. This applies to materials, such as seeds, as well as to methods of operation. A great waste in the past, through disregard of this simple fundamental principle, makes it necessary still to emphasize it.

2. All organizations doing extension work would do well to consider how their efforts can be correlated with national efforts. Within the country it should be realized that full cooperation between national, State and local branches of the government are essential if extension work is to be effective.

3. Orientation is required in thinking, in line with the modern viewpoint of education for living. Greater progress in extension may be expected if it is realized that the satisfactions to rural peoples brought about by improvements in their conditions can be the satisfactions of the entire nation, that the security of rural peoples is the basis of security for all, that their dignity is the real basis of honor for the nation, that through the training of men's power to make happy homes in which children can grow healthfully and satisfactorily, farmers are given their right as citizens of a new era..

4. Improvement in the farmers economic situation will not be brought about by technical advances alone. The goal visualized by an extension program will often be dependent upon the execution of reforms in such matters as structure of the local government, land taxation, credit, and marketing facilities.

5. One of the most serious hindrances to the development of extension work appears to be a shortage of suitable personnel. To train this personnel, a special training program seems to be required, where students of a suitable background will receive training not only in proper methods to apply but also in right attitudes and approaches.

6. Village and home industries to supplement farm income appear to be an important part of what is required when rural reconstruction is considered. The farm family and other labor in the villages have spare time during slack seasons, which might be employed in labor of this sort; and the income from farming alone, because of the small size of farm, will never of itself make possible a high standard of living.

7. In approaching the Chinese farmer, it is important to remember that he is not an ignorant person. Farmers must be approached as persons being well informed about their own farm and community.

KOREA

I. The Soci-Economic Background

A number of elements in the soci-economic background of Korea are similar to those listed for China. What has been said with respect to the inherent ability of the farm people, to the degree of literacy, the size of farm, and the importance in the economic situation of tenancy and high interest rates while perhaps different in detail are in general true of both countries. The following, however, may be listed as important elements especially characteristic of Korea.

1. Recent years have seen a progressive commercialization of agriculture, as Korea has more and more assumed the role of a convenient breadbasket for Japan. This has been seen particularly in the exportation of an increasingly large amount of rice and of certain other crops essential to the economy of Japan, accompanied by a decline in the amount of rice consumed in Korea.

2. An increase of population has recently occurred at a rapid rate. During recent years the rate of natural increase of the population of Korea has been nearly three times the rate of natural increase in the United States. This increased pressure of population on land resources has been a basic factor underlying the increasingly unsatisfactory economic situation among Korean farmers in recent years.

3. Tenancy has been on the increase. As pressure on the land has led farmers to bid against each other for land available, the condition of tenant farmers on the whole has deteriorated.

4. Evidence seems to show that the general food situation of the people of Korea has become less satisfactory during recent years. This is indicated not only in a gradual lowering of the amounts of rice consumed, but also in a lowering of the total amounts of all foodstuffs consumed.

5. Within Korean rural society there has been an increasing realization of social, economic, and political problems, complicated

by the spread of various ideologies and a desire for a higher level of living.

6. A large number of improvements in agriculture and rural living conditions have been brought about by efforts of the Japanese government, private Korean citizens and missionaries. Efforts of the Japanese government, in the field of agriculture, however, have been mainly confined to parts of Korean agriculture of special significance to the economy of Japan. And Japanese efforts to meet some of the basic ills of rural Korea have been unrealistic and wholly inadequate to meet the need.

II. Extension Work That Has Been Done or is Being Done.

1. Government Programs. Agricultural extension as carried out by the Japanese government is based on research work done in central and provincial experiment stations. For purposes of extension, specialists are located in county offices. The methods followed have been a combination of compulsion and persuasion. The specialists explain in lectures to farmers the advantages and uses of the project in question. Demonstrations are then given on model farms, but in the end compulsion may be employed where recommendations are not voluntarily accepted. Agriculture is also taught in agricultural high schools, and there is a central agricultural college.

2. Efforts by Other Agencies. A considerable amount of extension work is done in Korea by private Koreans, who endeavor to introduce improvements to their own farmers. This is accomplished through demonstrations, lectures, and agricultural schools. Business concerns also promote the use of certain materials or pieces of equipment by the usual commercial methods. Agricultural extension activities by missionaries have been carried on in demonstrations and lectures to selected groups in large centers, in farm schools, and through a popular farm magazine published with simple language. The missionaries also maintain an agricultural college.

3. Extension Activities and Results. The largest part of the extension program in Korea has centered around farm practices, of which the following are of particular importance:

Fruit Culture. Apples and other temperate zone fruits have been introduced by missionaries and extended by government, private Korean and missionary agencies. In 1913 there were 680,141 apple trees. In 1930 the number was 1,359,000. In 1930, approximately 1 million bushels of apples were harvested. In 1940 it was 4 million bushels.

Rice. An increase of yield of some 25 percent is reported to have been brought about through the introduction of better cultural practices better varieties, chemical fertilizers and green manure.

Other crops. The improvement of cotton has been obtained by the introduction of American varieties. Better varieties of corn and wheat have also been introduced in the north. Wheat consumption has been increased by introducing a small (10 H.P.) flour mill for use in villages of the wheat area. Potatoes have also been popularized and high-yielding early varieties have been introduced.

Livestock. The improvement of beef cattle, to produce beef for export to Japan, has been brought about by an enforced use of selected native bulls. The razor-back type of hogs has largely been displaced by using Berkshire and Yorkshire cross breeds. Flocks of White Leghorn chickens have been established in many places but not generally extended to farmers.

Extension in Other Fields. Very little work has been done toward the improvement of home life. But in rural health, there have been programs emphasizing epidemic control, concrete curbs on wells, fly-killing, and semi-annual house cleanings.

III. GUIDEPOSTS TO EXTENSION WORK IN KOREA

1. Relationship to the Past System.

There has been much achieved by the extension system as it has been developed in the past and the good aspects of the present system should be retained. The major weaknesses of the present system are:

- (1) It is too narrow in scope and has emphasized the commercial crops to the exclusion of other needs;
- (2) The development of the home and of people has not been considered important.
- (3) The system has been too autocratic in that the specialists have relied upon telling farmers what to do rather than working with him on a more democratic basis.

2. Relationship to Other Programs.

The success of any extension system in raising the level of living of the people will, in the long run, be contingent upon other actions directed at solving some of the most basic problems of agriculture. These include:

- (1) Land tenure reform;
- (2) Reduction of indebtedness and an adequate system of agricultural credit particularly for cooperative enterprises;
- (3) A reduction of the increasing pressure of population on the land resources through industrialization and reduction in the birth rate;
- (4) An expanded national health program;
- (5) An expansion of general education to eliminate illiteracy with an increase in the number of agricultural high schools and industrial high schools to train young people to move into other occupations or to be better farmers;
- (6) The democratization of the county system of government with a council and officers elected by the people and retaining part of the land tax under their control for improved extension activities.
- (7) An expansion of agricultural research facilities to make more adequate information available.

At the same time, a well developed extension service can do much to implement other national policies directed at meeting some of the most fundamental needs of the economy as a whole.

3. Guideposts to Action.

An improved and expanded extension service should make more use of the following techniques and procedures:

- (1) Analyze the felt needs of the people and direct initial programs to meeting these needs.
- (2) The use of local leadership while avoiding the dangers of a small group accepting responsibility for making all decisions. In other words a wide basis of participation is needed in conjunction with the use of local leaders.
- (3) The use of existing rural organizations which, in Korea, include church organizations, agricultural associations and schools.
- (4) Joint programs which will meet the needs of the farm family as a whole. In the past extension activities have ignored women almost entirely and it is essential that this neglect be remedied.

4. Guideposts to Content

One of the most urgent felt needs is for increased food and income. The extension program, therefore, should attempt to meet this need first; other needs are important and the program should be expanded to include these as rapidly as possible. In a rough order of importance the following elements are suggested:

(1) Agricultural production

- (a) Improved varieties of crops and livestock
- (b) Improved culture methods
- (c) Expanded use of fertilizers and manures including compost
- (d) Better land use and conservation
- (e) Cooperative associations for loans, marketing, production and purchasing
- (f) Increased use of improved agricultural implements and small machines

(2) Improved nutrition

- (a) Increased production and retention of food on the farm for family consumption
- (b) Improved production of more food products for family use.

- (3) Reduction of illiteracy
 - (a) Use of native script
 - (b) Special emphasis of reading and writing for women
 - (c) Publication of reading materials in native script.
- (4) Health and hygiene
 - (a) Pure water supply
 - (b) Control over infectious diseases
 - (c) Screening of houses
 - (d) Means of controlling the size of the family
- (5) Improved social and community life
- (6) Restoration of handicrafts and small scale industries.

JAPAN

In Japan the extension service is much more fully developed than in Korea and has achieved remarkable results in increasing production. Similarly the educational system is more complete and illiteracy is practically unknown. The scope of the work of the extension service is also much broader and as a result the guideposts established for Korea do not fully apply to Japan.

The major problems in Japan lie outside the field of extension work and are due to a constitution that is not fully democratic and the concentration of wealth in the hands of a very few families.



I. The Region and Its Culture

The countries represented by our committee are the Malay Peninsula, Thailand, the Netherlands Indies, British Borneo, the Philippines, Guam, and other Pacific islands. These comprise an exceedingly large area amounting to more than 1,750,000 square miles with a population in excess of 130 million people. The distance from the most easterly one of the countries to the most westerly is in excess of four thousand miles. From north to south, the area covers more than three thousand miles.

As might be expected, the cultural and social conditions are exceedingly variable. There are a number of different races speaking more than 100 different languages and having the following religions: Buddhism, Hinduism, Mohammedanism, Christianity, and paganism. The climate is relatively uniform for so large an area. It is tropical throughout practically the whole area although certain countries do extend slightly beyond the tropics. Most of the area is included within what would be called the wet tropics. The stage of civilization of the different peoples ranges all the way from the most primitive to the relatively advanced.

Characteristics these countries have in common

The similarities are few but there are some. Probably a great deal more than one-half of these people have a diet in which rice is of basic importance.

The basic fruits and vegetables of these countries are the same. In most countries, there are fruit trees about the houses. The plantain and banana are the most widely spread and universally used of the fruits. Coconut trees grow throughout the Pacific islands and to some extent on the mainland. In many of the smaller islands, the coconut is the major crop and settlement is around the coconut groves. Inland, coconuts are also cultivated but the fringing of coconut groves along the coast is very characteristic of many of the islands. Copra, one of the products of coconut, is the cash produce of all of this area and is especially grown by small farmers.

Root crops--sweet potatoes, taro, cassava--are of secondary but considerable importance in all of the countries concerned and on occasions of food scarcity, they are often a major reliance.

Sugar is an important export of Java and the Philippines. Sixty percent of the world's supply of rubber comes from the Malay Peninsula and the Netherlands Indies. At present, 50 percent of the rubber grown is from small holdings. Up to 1920, corporations handled most of the rubber production. Manila hemp or Abaca is used to produce the best fiber. The most important country growing this in this particular region is the Philippines. Tobacco of a very fine quality is exported from the northern Philippines and Sumatra. A coarser grade is raised in many places throughout the whole region but it is used mostly for local use.

Fish is a very important element of the diet of all of these countries and may be the major item in the diet in many places, as it is the most available meat.

Regions that grow wet rice depend upon the carabao or water buffalo as the principal work animal. Many and perhaps all of the areas have domestic fowl and in places where there is pasturage, horses and cattle are often found. Swine are found in most areas where the Mohammedan religion does not prevail.

Throughout the wet tropics, the predominant practice is to build the houses so that the living quarters will be above ground level to avoid excessive moisture.

Respects in which these countries differ

The dominant religion of Burma and Thailand is Buddhism. The Mohammedan religion is the dominant religion throughout the Malay Peninsula and Archipelago and in the South Philippines where the Moros comprise four percent of the population. Paganism is the religious expression of most of the primitive people of these countries. Christianity is the religion of the Philippines, Mariana Islands and of limited areas elsewhere.

The role of the farmer in national life

Throughout the whole region, the farmer makes up the greater part of the population. Small farms are found on most of the islands. Agriculture is the predominant activity and most of the population is engaged in agriculture or fishing. In general, the farms of these islands are of a small size. In this entire area, the people usually have the opportunity to hold their own land.

Social structure

The community in this region can be a market town, a tribal unit, a social unit, or a village. Throughout the greater part of the area, inheritance is in the male line but in parts of Sumatra, the Malay Peninsula, and Borneo, inheritance is in the female line.

Mode of living: prevailing customs and traditions

The customs and traditions depend on the religion of the area. For example, when Mohammedanism prevails, people do not use pork or pork products. One of the prevailing characteristics of this area is the mixture of the culture. People from different islands or countries visited these islands and with them brought their different modes of living and customs. In some areas, Western customs have had a high degree of resiliency. The tendency has been to reduce the organization of strong tribal units and hence, result in greater national unity. The general statement can be made that the people in this area are inclined to be democratic.

In all Malay states, the status of the women is relatively high. In Burma, women play a very important role.

Cultural methods used: tools

The tools used by small farmers are few and primitive. On the whole, native tools have been adequate for their purpose. Native populations may be receptive to new crops but where transportation is difficult and markets for new crops uncertain, it is difficult to introduce new crops.

Seeds for new crops are used and gathered from year to year. In some of the large plantations, the owner sends employees to different countries and they bring back new crops and new seeds. These, in turn, are passed down to the workers.

Irrigation has been introduced to take care of the dry seasons, particularly in the growing of rice. Also, Thailand, Burma, and Java have experiment stations where different varieties of crops are tried and tested for various soils. In general, where cultivation is haphazard, poor crops are grown.

The Chinese businessman has spread over Southeast Asia--almost to the borders of India. In many localities, he holds a prominent place both in retail trade, local finance, and the marketing of farm produce.

Health

In such a vast area, it is impossible to make a general statement regarding the health of the people that will have validity. It is recognized, however, that in all the area there is need for giving attention to health matters. It is well known that in the tropical and sub-tropical territories of this region, infectious diseases, malaria, dysentery, and parasitic infections are prevalent in contrast to the predominant nervous and organic diseases so generally found in areas where the climate is more moderate.

II. Outside Forces Which Were Changing the Rural Way of Life Before the War

The penetration of Western civilization

For better or worse, there presses upon all people everywhere, whether they be primitive mountain tribes or highly developed indigenous cultures, pervading civilization which bears the stamp of the industrial west. Traders reach out into remote nooks for raw materials such as copra. In return, local handicrafts are overwhelmed and life made infinitely more varied, if not richer, by the products of modern industry. Shipping, roads, and planes do away with the limitations of distance which lie so heavily upon the unaided human being. New institutions appear--schools, modern government, churches, cooperative societies. The "unorganized organization" of the tribal elders is pushed aside by bright young men who call meetings, keep minutes, read from rule books, and give orders based on outside authority. The new order is secularized in the sense that there seems to be a separation of the traditional unity of religion with every day life. At the same time the west carries a Christian and scientific interpretation of the universe which abolishes the ancient fear of natural forces. Sorcery, witchcraft, and superstition fall into disrepute. Men are free to do things they had

never dreamed possible. Science and technology promise to supply the tools. There is a new consideration for human personality. Representatives of the Christian churches appear as missionaries to teach and serve. Governments acquire a new interest in human welfare.

The new order brings both a new need and also the means to meet the need-- if it can be supplied at the point of need. Illustrations can be multiplied. As communications become easier new diseases enter the neighborhoods, but modern medicine promises an altogether higher level of health living. Without some special organization, however, doctors and hospitals pile up in urban areas and rural districts are neglected. Money is one of the new and perplexing problems for the farmer. Unaided, he invariably loses in the struggle with trader and money-lender. Here the cooperative credit society has a promising record of accomplishment, but all experience seems to indicate that outside aid is needed. In the present state of rural demoralization and discouragement, there is little of effective local leadership. There is reason to think, however, that such leadership is potentially available. A new world culture seems to be in the making. From the standpoint of human welfare, there are two essential points: (1) Its benefits should be extended to all, not giving special advantages to any group. (2) Local cultures should be studied and an earnest attempt made to preserve those elements of spiritual, social, and economic value.

Government and other programs for the farmer

The outstanding characteristic of the particular area under consideration is variety, particularly of political and social organization. It is now necessary, therefore, to proceed by areas, remembering and giving emphasis to the limitations of our situation. We are attempting only to mention those institutions and programs which appear to have some significance for agricultural extension--as they have appeared in the discussions of the committee. There has been no time for recourse to literature. It is inevitable that important regions and institutions will be neglected.

1. Burma - Government schools and health work. Youth movements, cooperative societies. The American Baptist Mission Agricultural School at Pyinmana, under Rev. Brayton C. Case.
2. Thailand - Government schools and health work. Significant development of cooperative societies. Possibility of Buddhist priests as community leaders. Mission schools, hospital and leprosarium.
3. Malaya - Education and health under government auspices. Research in rubber production. Land tenure of Malays protected.
4. French Indo-China - (No report available)
5. British Borneo - Governmental protection of the farmer and his tenure of land. Some health and educational work.
6. Netherlands Indies - Research in various crops. Sugar research institutions maintained by the industry. A foreign workers laboratory for

visitors. Medical research and education. Cooperative credit societies. "Produce banks".

7. New Guinea - See Freytag, "Spiritual Revolution in the East". London: Lutterworth Press. 1940. for a description of the community conversion of primitive peoples in New Guinea.
8. Philippines - Emphasis upon schools which reach into rural areas. A college of agriculture and secondary schools of agriculture. Homemaking in schools, extensive systems of teacher training, health work in schools and community, government agents in provinces.
9. Guam - An agricultural extension program, on occasion combined with schools.

Possible effects of the Japanese occupation

Without some recognition of the far-reaching effects of war and invasion our whole discussion bears the stamp of unreality but the dearth of information rules out any authoritative statement. On the basis of what we know of the peoples in the area and the general pattern of Japanese conquest, certain general predictions can be made.

Military destruction has taken place to a limited degree from invasion operations and some demolitions. Where there has been prolonged resistance scorched earth policies may have been put into effect. The process will be repeated in reverse order with reoccupation. The inter-island shipping has practically disappeared except for sailboats. More important than actual destruction has been the agony and demoralization of invasion. Products and profits have been drained away by the conqueror. Forced labor and military service are reported. The area is flooded with military notes.

Food production on a subsistence basis may have increased but lack of transportation and local disorder have doubtless caused losses. Reports indicate food scarcity in many areas. Clothing, tools, and household articles are being used up.

The Japanese have set up a steady barrage of propaganda for "Greater East Asia", "The New World Order", and "Co-Prosperity". They have had a few sincere converts; others have joined to further nationalistic ends of their own. The most degraded product of a military invasion is the collaborator who aids the invader for his own personal advancement. Resistance seems to spring from the common people with stirring examples from other groups. It is likely that Allied soldiers will be hailed as liberators. There will be both a new desire for nationalism and a new willingness for international cooperation. Western prestige, as such, may have been dealt a death blow. On the other hand, the westerner who is prepared to be judged on his merits may be more welcomed than ever.

Among the educated classes we may expect a permanent interest in regional unity and oriental culture. Along with this, there will be a new appreciation of the principles of freedom and democracy.

Finally, recognition should be given to the effects of Allied military operations. Transportation systems have been set up. Valuable information has been collected about the regions. New ways have been developed to meet the challenge of tropical living. Masses of soldiers of many nationalities will have had intimate acquaintances with the peoples of Asia.

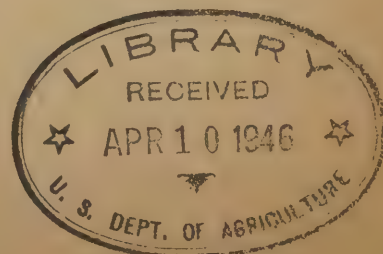
III. Suggestions as to Immediate Needed Action When the War Ends.

Our committee recommends the following:

1. That an agency be set up in the area to determine needs and assemble information as to seeds, animals, remedies. The framework thus established for the interchange of immediate necessities should later serve as a permanent clearing house to assemble, interpret and disseminate information for the area.
2. Every country or region, national or otherwise, should have available a control unit determining the fertility and needs of the soil, to determine an appraisal of the food value of local products and the dietary needs of the population.
3. That the agricultural schools that were functioning successfully before the Japanese occupation be expanded and that provision be made for carrying on research in agriculture, homemaking, health and sanitation; that results of such research concerned with the everyday problems of people in the immediate area should be widely disseminated to all rural people in the area.
4. Encourage the reestablishment and expansion of the work of private agencies that have done effective work for the betterment of conditions for rural people.
5. Re-establish and improve the transportation system of the area.
6. Devise practical plan for replacing work animals; other animals; for building up poultry flocks.
7. Encourage growing of quick maturing food crops which are indigenous to the area and with whose culture the farmers are already familiar.
8. Encourage establishment of cooperatives
 - a. To clear land
 - b. To provide needed credit
 - c. To provide labor and materials and other services
9. Each government set up an extension service preferably staffed by nationals, located close to the people. The farming and homemaking practices to be taught by these workers will be decided in each country from the experience of families who have had success in following these practices.
10. Recognizing the significant place of the plantation system throughout the Pacific Islands and in Malaya, attention is called to the importance of provisions for the welfare of plantation labor, and the possible function of the plantations as centers for demonstration and dissemination of new ideas.

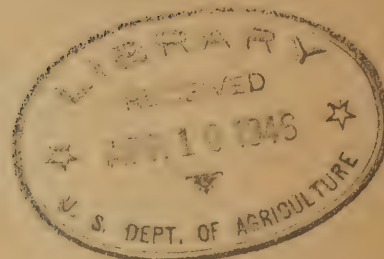
IV. Suggested Principles or Guideposts for Carrying on Extension Work

1. Study the cultural background of the people and take into account in planning the Extension program. Because of differences in the culture of people in different countries or in different areas of the same country a program that is very well adapted to one may be wholly unsuited to the others.
2. Study the economic background of the people with whom you are working.
3. The program should be a comprehensive one geared to meet all the needs of the people. To make the program more effective, provision should be made.
4. Use a variety of channels through which to disseminate improved practices in agriculture and homemaking emphasizing such media as the drama, leaflets, film strips, posters, and life-size models where possible.
5. To insure an effective educational program, it is essential that education work be carried on with adults at the time that the boys and girls are receiving instruction in schools. The content of both programs should be similar even though details and methods may differ.
6. Emphasize teaching through demonstrations, such demonstrations to be established by rural people on their farms or in their homes and to be used as teaching centers.
7. Be sure that the leaders whom you choose are natural leaders indigenous to the community.
8. Adapt the subject-matter to be taught and the teaching procedure to be used to the educational level of the people whose behavior it is you desire to change.
9. It is important that the personnel sent out should be carefully chosen. They should be people who wish to serve; who get along well with people, especially rural people; are sympathetic in attitude; familiar with the customs and cultural background of the people and speak the language of the area.
10. Use self-help technique whenever feasible, with locally available materials and tools.



TENTATIVE: FOR DISCUSSION ONLY

September 21, 1944



REPORT OF THE COMMITTEE ON
EXTENSION BY PRIVATE AGENCIES

Outline

- I. Historical Review of Extension by Private Agencies
- II. The Place of the Private Agency
- III. Considerations in Policy Formulation
- IV. Comments on Methods and Techniques
- V. Conclusions

Submitted for the Committee by:

Howard W. Beers, Chairman
Arthur Raper, Secretary

I. HISTORICAL REVIEW OF EXTENSION SERVICE BY PRIVATE AGENCIES

The contribution of private agencies in the development of agricultural extension has been notable. Beginning with the ancients, especially Columella and Varro in the early Roman Empire, the monks and monasteries of the middle ages, Hartlib in England in the seventeenth century, Jettiro Tull in the eighteenth century, Jefferson, Washington in this country, and followed by many others, interest in agriculture has stimulated plans for its improvement. Private agricultural societies in Germany, France, England, Scotland and the United States in the latter half of the eighteenth century were all harbingers of the great developments in agriculture in the nineteenth and twentieth centuries.

Historically, the greatest feat of agricultural extension has been the exchange between countries of cultivated plants and domesticated animals. With some notable exceptions, most of the plants and animals on which the agriculture of the United States is based were domesticated in countries other than our own.

Such organized interest as there was in the improvement of agriculture in this country until the middle of the nineteenth century centered largely about the initiative of the individual members of private agencies. Essays, memoirs, prizes for agricultural experiments, organization of local agricultural societies, fairs, exhibits and institutes were the chief educational tools that were used. Now, when United States government aids to farmers and farm families are so great in extent and varied in type, the services of private agencies are still of great importance. Among these agencies are farmers' organizations; commercial organizations serving agriculture; private

organizations specializing in specific agricultural commodities; the agricultural press; and many others.

The history of extension services as now organized for rural people in the United States goes back to the already classic work of Seaman Knapp, backed by a private agency. This beginning flowered in the county agent and 4-H club systems. Again, with the sponsorship of private agencies 4-H club work was transplanted in Denmark, the rest of Scandinavia and Czechoslovakia. In recent years, and again with the support of private agencies, leaders of government and rural life from other lands have come to study and take home the principles of extension work in the United States. Appropriately modified, the pattern of American extension work was taken by private agencies to Greece, Albania and Bulgaria. The work in Macedonia affords the interesting example of adoption by governmental agencies of procedures developed by private agencies, and even by the governmental appointment of professional personnel which had previously served private agencies. In the Orient, Nanking University illustrates the inception by private agencies of a great movement in agricultural extension.

The number of effective instances of extension work by private agencies establishes its historical pre-eminence and current importance, and portends its contribution to the rehabilitation of war-torn countries.

II. THE PLACE OF THE PRIVATE AGENCY

As pioneers in extension work, private organizations have initiated programs; they have experimented in methods and techniques; they have demonstrated the practicability and usefulness or, on the other hand, the lack of value of certain approaches and methods. The work of private agencies is frequently localized; their resources are seldom adequate to apply a program to more than a limited area. Consequently, when the worth of their work has been proven to a people, there is likely to be popular demand for extension of the benefits to all.

Thus private and governmental agencies work side by side in mutual helpfulness. Although governmental agencies ultimately and inevitably assume more and more of the responsibility, private agencies retain their right to be of service, and they remain in the picture realizing new and unmet needs, pioneering again in different areas of life.

This division of function is natural and right. On the one hand governments have responsibilities which private agencies should not assume and resources they cannot match. On the other hand, private agencies can initiate some types of action more readily than can governments. Often private agencies are also able to approach problems in a spirit and with a motivation which may be a large factor in their success.

These characteristics of American private agencies working abroad rise from several factors:

1. The agencies are free to use their resources with a minimum of restrictions. Thus they are able to embark on enterprises worthy of trial, even though full success may not be assured.
2. They can include aspects and phases of life which in the case of governmental agencies would be more likely to arouse resentment as undue interference or favoritism.
3. Many governments are neutral in religious and spiritual matters, yet these may be dominant factors in the solution of some problems.
4. Private agencies are able to select personnel with respect to different criteria than those accepted by governments.
5. They are, to a large extent, free from diplomatic and international complications. Insofar as they are truly private, they are less likely to be regarded with suspicion or as having ulterior political motives.
6. In post-war rehabilitation, they may be able to plan programs looking farther into the future than can government agencies.
7. The motivation of the private agency usually carries with it a spirit of service and a humanitarian sympathy which may be a strong factor in persuading people to change established patterns for better ways. Its purpose in undertaking extension work cannot be separated from a spiritual motive.

Work by private agencies insures a wholesome diversity in programs and approaches; it helps to keep extension systems from becoming unduly rigid or tradition-bound. Yet the extension work of private and public agencies can be coordinated; the results of the experiments and projects of private societies can be made available to governmental agencies, and conversely the resources of government can well be used to facilitate the work of private societies.

III. CONSIDERATIONS IN POLICY FORMULATION

The four principal areas within which policies for extension by private agencies need to be formulated are: Relationships with government; personnel; popular participation; and the determination of programs.

A. Relations to Government *

History clearly demonstrates that private and voluntary agencies have a highly significant place in the service of human needs and social progress. The vast size of the approaching post-war rehabilitation tasks will tax the resources of both public and voluntary agencies. Governments, having a paramount interest in the rehabilitation of their people, will respond to the utmost of their abilities. They may be expected to develop their own plans and organizations and to administer programs for the rehabilitation of national life. The private or voluntary agencies will likely come into touch with governments at more points than heretofore. Any external private agency, therefore, which desires to serve the fundamental concerns of the people of another country will need to work out with the established government or governmental agencies its field of service in such ways as will supplement the governmental programs or will add scope and strength to those programs.

* This statement is drawn from the standpoint of a foreign voluntary or private agency or group of agencies which seek to assist a war-torn country in the rehabilitation of its life and economy by means of extension type services.

In many countries some governmental counterpart of the American Extension service in agriculture and home economics exists, even though the names and patterns vary greatly. Where such agencies exist, the extension services of private agencies should, where possible, be designed to supplement and strengthen their work.

In the rehabilitation of war-torn countries the effective re-establishment and activation of indigenous agencies which are rooted in the patterns, needs and purposes of the people is an essential step; and private agencies should in all appropriate ways foster and supplement their services and help the people and their agencies to develop and to carry forward their own plans for rebuilding their life and economy.

In the interest of making a maximum contribution to the welfare of a people it would appear to be increasingly important that the voluntary or private agencies having operating programs which possess related objectives shall develop, preferably in advance of actual work abroad, such coordination of their undertakings as will enable them to gain the strength and facilitate the understandings which are likely to arise from a united approach to the established governments. It will result also in more effective correlation by the several agencies of their field activities without the loss of separate autonomies.

B. Personnel for Extension Work of Private Agencies During Rehabilitation of War-Torn Countries

The qualifications and character of the administrative and operating personnel in extension service transcend all other considerations. No program, however well conceived, will rise above those who are responsible for it. The selection of personnel with requisite training and personal qualities is fundamental. This requires consideration of farm, public service or other special experience related to the primary interest of the agency. It is recognized that extension work is necessary for some personnel with other general or special assignments.

It is particularly important that private agencies sponsoring extension work be sensitive to the need for agricultural competence on the part of their workers.

In the procurement and training of personnel for extension by private agencies, public agricultural agencies and institutions in the United States can be especially helpful directly through the provision of instruction and indirectly by establishing criteria for or standards of professional adequacy.

Those agencies which will be reentering the field after the war will be able to locate and use acceptable prewar indigenous workers. The expansion and development of rehabilitation programs will require capable and indigenous leaders. Provision for securing and training such persons should be planned and not left to accident.

C. Popular Participation

In addition to the private agency's opportunity to experiment and explore in extension work, there is its responsibility to develop local community resources and leadership. To this end widespread participation in planning and operation of programs is essential. Participation serves a twofold objective. First, it provides primary experience important for realistic understanding and second, it arouses powerful motives by identifying the participant with the success of the outcome.

Success must be in terms of the individual satisfactions that accrue to the participants and to the improvements in the community in which they live. The increase of self-help among the local people is to be relied upon as the most basic measure of the success of the private agency's rehabilitation efforts.

D. Determination of Program

In view of the obligation as well as the opportunity to continue their pioneering efforts in extension work, private agencies can develop pilot programs for later adoption by governmental agencies. Certain guideposts in program development are clear and they have become well established among experienced extension workers. They require starting where the people are; treating farm and home problems as a unit; viewing special problems against the whole of local community life; using the principle of self-help; insuring the participative sharing of persons and local groups in planning, operation, and support of extension programs; of beginning with the obvious and moving later to more deep-lying problems; of using the

time-tested common, but sound knowledge of the farmer; of gaining the understanding of government and other agencies; of limiting the extent and variety of attempted programs to what is feasible in terms of available resources and personnel.

When possible, extension services are best related to the clearly-felt needs of the local people. If awareness of need is lacking, however, it may be developed by appropriate effort on the part of extension workers.

The importance of considering home and farm as parts of one whole will be clearly seen in agricultural rehabilitation. In many areas the wife and mother shares heavily in the work on the land and in the care of herds and flocks, and at the same time manages the home, prepares the food, and rears the children. Thus, extension programs must be concerned not alone with the land and agricultural practices, but also with the physical, mental and social well-being of all members of the farm family.

It is important that extension programs be developed for all age groups, but especially for youth. It is important also that emphasis be placed upon those things which a family or an individual can do. This is especially true in the field of health.

IV. METHODS AND TECHNIQUES

The methods and techniques used by private agencies in their extension work range all the way from those designed to satisfy the elemental needs of the individual farm family to the most advanced findings of science. A working combination of folk knowledge and modern science often proves most successful.

Available to private agencies doing extension work are the time-tested techniques for inducing rural people to improve their practices in farming and living. Before them lie also intriguing opportunities for the educational use of new instruments of communication. The lists include demonstration teaching, the recruitment and training of local leaders, the devices of community organization, the various ways of conducting meetings, short courses and institutes for literate people, the use of bulletins, circulars, leaflets and the press, for others the film strip, cartoon, poster and movie -- with or without sound; the radio, the fair and exhibit, the young people's or farmers' or homemakers' club, the survey of needs, the personal interview.

V. CONCLUSIONS

(To be written later)